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Proposed programme budget for the biennium 2010-2011

**Financing of the International Criminal Tribunal for the
Prosecution of Persons Responsible for Genocide and
Other Serious Violations of International Humanitarian
Law Committed in the Territory of Rwanda and Rwandan
Citizens Responsible for Genocide and Other Such Violations
Committed in the Territory of Neighbouring States between
1 January and 31 December 1994**

Strengthened and unified security management system for the United Nations standardized access control project

Sixteenth report of the Advisory Committee on Administrative and Budgetary Questions on the proposed programme budget for the biennium 2010-2011

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the strengthened and unified security management system for the United Nations, containing revised estimates relating to the proposed programme budget for the biennium 2010-2011 under sections 3, 5, 7, 17, 18, 20, 21, 27, 28E, 28G, 33, 34 and 36 and the budget for the International Criminal Tribunal for Rwanda (A/64/532). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. Pursuant to General Assembly resolution 59/294, the Secretary-General submitted two reports (A/60/695 and A/61/566) outlining the proposed scope, concept and revised course of action for standardized access control at all main



locations of the Organization.¹ He proposed implementation of the standardized access control project in two phases: the first to ensure compliance with headquarters minimum operating security standards for perimeter protection and electronic access control (PACT I), and the second phase to provide for compliance with those standards with regard to defined layers of security within the perimeter (PACT II). In its resolution 61/263, the Assembly emphasized the need for a comprehensive safety and security policy framework at the United Nations that would provide the basis for threat and risk assessment, cooperation with the host countries, cost-sharing arrangements and operations of the Department of Safety and Security, and requested the Secretary-General to present such a framework to the Assembly at the first part of its resumed sixty-second session.

3. Following the events of 11 December 2007 in Algiers, the Secretary-General appointed an Independent Panel to evaluate and make recommendations on the safety and security of United Nations staff worldwide. The report of the Independent Panel was issued in June 2008. Subsequently, the Secretary-General requested the Department of Safety and Security to conduct a management review with a view to streamlining its security policies and procedures, which was completed in May 2009. Pending the outcome of the review, the Secretary-General decided to issue a preliminary proposed programme budget for the biennium 2010-2011 for section 34, Safety and security. He further decided to postpone the comprehensive report, and issued an interim report (A/63/605) addressing only those elements of security requiring immediate consideration and that were not likely to be affected by the outcome of the management review. The interim report also provided an update on the status of PACT I and a detailed strategy for PACT II. As noted in the current report of the Secretary-General (A/64/532), the General Assembly has not taken action on the interim report of the Secretary-General (A/63/605) or the related report of the Advisory Committee (A/63/769). The proposed programme budget for 2010-2011 for section 34, Safety and security (A/64/6 (Sect. 34)/Add.1), and the Advisory Committee's related report (A/64/7/Add.16) are also before the Assembly.

4. The report currently before the Advisory Committee (A/64/532) provides an update on the status of the implementation of the standardized access control project and revised estimates relating to the proposed programme budget for the biennium 2010-2011, drawing on the outcome of the report of the Independent Panel and the management review of the Department of Safety and Security. Section II of the report of the Secretary-General (A/64/532) updates the revised estimates previously provided in document A/63/605 for the implementation of PACT I and PACT II in the main locations of the United Nations. In section III, the Secretary-General proposes additional security requirements in specific locations.

¹ Headquarters and annex buildings in New York, the United Nations Office at Geneva, the United Nations Office at Vienna, the United Nations Office at Nairobi, the Economic Commission for Africa (ECA), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic and Social Commission for Asia and the Pacific (ESCAP), the Economic and Social Commission for Western Asia (ESCWA), the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia.

II. Standardized access control project

5. As indicated in paragraph 34 of the report of the Secretary-General, the first phase of the project was aimed at achieving compliance with headquarters minimum operating security standards relating to physical perimeter security through the use of vehicle barriers, electronic access cards, CCTV systems, alarms and intrusion detection systems and integrated central monitoring of access control systems. The second phase would ensure compliance with access control requirements through protection beyond the perimeter layer by incorporating multiple internal layers of protection related to doors, windows, roofs, conference and meeting rooms, critical infrastructure rooms, elevator cars, lobby controls, archival and storage areas and parking garages. The Advisory Committee notes that the second phase includes proposals for an enterprise network which would allow central access to limited real-time and forensic video from the duty stations and interoperability of access cards among offices.

6. The costs related to the implementation and operation of the standard access control project at Headquarters and offices away from Headquarters include initial investments and one-time costs as well as ongoing operating requirements, distributed among different budget sections. The Advisory Committee notes that the requirements for certain elements are not presented in the current report of the Secretary-General on revised estimates (A/64/532) but were incorporated under the relevant sections of the proposed programme budget for 2010-2011.² The resource requirements for the standardized access control project comprise the following cost components:

(a) Capital expenditures, proposed as revised estimates under section 33, Construction, alteration, improvement and major maintenance;

(b) Project management resources to monitor construction activities during the implementation phase of the project, proposed as revised estimates under section 34, Safety and security;

(c) Resources for additional information technology staff to support the operation of the standardized access control system, proposed as revised estimates under the relevant budget sections;

(d) Resources for additional Security Officers to strengthen capacity in connection with the establishment of round-the-clock control centres and the implementation of entry pass and identification systems at some offices away from Headquarters. These requirements, which were identified in the previous report (A/63/605), are included under section 34, Safety and security, of the proposed programme budget for 2010-2011, in document A/64/6 (Sect. 34)/Add.1;

(e) Maintenance and support costs, requirements for which are included under Section 33, Construction, alteration, improvement and major maintenance, of the proposed programme budget for 2010-2011 (see A/64/6 (Sect. 33)).

7. The Advisory Committee experienced some difficulties in its consideration of the report of the Secretary-General on revised estimates for the standardized access

² The requirements for the International Criminal Tribunal for Rwanda are proposed under its own budget (A/64/478) (see para. 9 of the present report). The costs at Vienna are to be shared by all the Vienna-based organizations (see para. 10 of the present report).

control project for the biennium 2010-2011. The report gives only a partial picture of the overall costs of the project, since the resource requirements for posts are split between different budget documents, as described above. Moreover, it is difficult to compare the resource requirements with those submitted in the previous report (A/63/605), which included resources for additional Security Officers. The Committee recognizes that resource requirements related to the access control project fall under different budget sections and that the approach adopted may have been rendered necessary by the particular circumstances surrounding the timing of the submission of the budget proposal for section 34, Safety and security (see para. 3 above). However, the Committee believes that further efforts could have been made to provide a comprehensive picture of the overall implementation and operating costs of the project, for information purposes, along with the revised estimates, in order to facilitate the consideration of the General Assembly of this item. In addition to the fragmented presentation of the costs of the project, the Committee notes that the Secretary-General did not provide an estimate of the future maintenance and support costs of the system, once it is fully implemented (see also para. 19 below).

8. **In its previous report (A/63/769, para. 5), the Committee had expressed its view that it was important to address the strengthening of security arrangements for the United Nations in an integrated manner. The General Assembly has also emphasized the need for a comprehensive safety and security policy framework at the United Nations (resolution 61/263, para. 5). The Committee considers that the further development of the access control system should be thought of as an integral part of the safety and security policy framework of the United Nations. In the future, resource requirements for access control should therefore be addressed in the context of the strengthening of the security management system requested by the Assembly in its resolution 61/263.**

9. The costs for the implementation of the standardized access control system at the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia (see para. 12 (c) below), as well as the additional requirements at other specific locations, are covered under their respective budgets. The Advisory Committee was informed that PACT II requirements for the International Criminal Tribunal for Rwanda, if approved, would be consolidated into its 2010-2011 budget at the time of decision on the initial appropriation.

10. The Advisory Committee notes that the requirements for the United Nations Office at Vienna are to be shared among the four organizations based in Vienna, namely, the United Nations Office at Vienna, the International Atomic Energy Agency, the United Nations Industrial Development Organization and the Comprehensive Nuclear-Test-Ban Treaty Organization.

A. Standardized access control project, phase I (PACT I)

11. In paragraphs 10 to 17 of his report, the Secretary-General provides information on the status of implementation and procurement activities, as well as the actual costs of phase I of the standardized access control project, which involved a total of 10 locations, including United Nations Headquarters at New York, offices away from Headquarters, the International Criminal Tribunal for Rwanda and the

International Tribunal for the Former Yugoslavia. A summary of proposed and actual costs, by location, is provided in table 1 of the report of the Secretary-General.

12. The Advisory Committee notes that procurement exercises were completed successfully in all locations except in the Economic and Social Commission for Western Asia (ESCWA), and that the implementation of PACT I has been completed during the current biennium at all locations except at:

(a) The Economic Commission for Africa (ECA), where it is expected to be completed by June 2010;

(b) ESCWA, where it was not implemented owing to the absence of qualified bidders. However, both phases of the access control project are to be undertaken as one initiative in 2010-2011. As indicated by the Secretary-General, the implementation of the full standardized access control project is deemed particularly crucial for ESCWA, as it is the only main duty station with a threat level at security phase II;

(c) The International Tribunal for the Former Yugoslavia, where it was decided not to continue with the project in view of the impending closure of the Tribunal. Consequently no further resources are proposed for either PACT I or PACT II for the International Tribunal for the Former Yugoslavia.

13. In his previous report, the Secretary-General stated that substantial maintenance requirements would begin in 2010 for the first phase (PACT I) and in 2011 for the second phase (PACT II) (see A/63/605, para. 51). Full maintenance costs are applicable in the second year following project completion, as general warranty and guarantee coverage are provided under the construction contract for the first year after implementation.

14. The Secretary-General further indicated that maintenance costs for the project at Headquarters, which was implemented earlier than at other duty stations, in 2006-2007, had already been included in the programme budget for 2008-2009 under section 32 and formed the basis for the budget for subsequent bienniums. Upon enquiry, the Committee was informed that maintenance requirements for PACT I were included in the proposed programme budget for 2010-2011 under section 33, Construction, alteration, improvement and major maintenance. The amounts are detailed in table 1 below.

Table 1

Maintenance requirements for the first phase of the standardized access control project included in the proposed programme budget for 2010-2011

(United States dollars)

<i>Location</i>	<i>Amount</i>
Geneva	1 709 000
Nairobi	580 000
ECA	120 000
ECLAC	660 000

<i>Location</i>	<i>Amount</i>
ESCAP	190 000
Vienna ^a	51 800
Total	3 310 800

^a Regular budget share of Vienna is \$51,800. Total costs to be shared by the entities in Vienna amount to \$235,900.

B. Standardized access control project, phase II (PACT II)

15. An estimate of the requirements for PACT II for the biennium 2010-2011 is set out in table 5 of the report of the Secretary-General. Additional requirements for 2010-2011 amount to \$45.3 million, comprising \$40.2 million under the regular budget, \$3.2 million for the Vienna-based organizations, to be funded on a cost-sharing basis, and \$1.9 million for the International Criminal Tribunal for Rwanda. The overall amount of \$45.3 million would provide for implementation of PACT I and PACT II at ESCWA, and PACT II security enhancements at the remaining duty stations, except the International Tribunal for the Former Yugoslavia, for which no resources are proposed (see para. 12 (c) above).

16. A synopsis of the security enhancement projects related to phase II of the access control project, by duty station, is provided in table 2 of the report of the Secretary-General. The enhancements are mainly related to intrusion detection, video surveillance, access control and infrastructure improvements. The Advisory Committee notes from paragraph 22 of the report that, in addition to the security enhancements set out in table 2, the Secretary-General envisages a global security infrastructure project for the implementation of a wide-area network and a standard security operating system, which would allow connectivity of video and access authorizations between Headquarters and other major duty stations. The project would be implemented by the PACT team in cooperation with the Office of Information and Communications Technology. Table 3 of the report of the Secretary-General provides a summary of PACT II capital requirements for 2010-2011 by location and type of expenditure. The Advisory Committee notes that overall capital expenditures are estimated at some \$39.8 million, including \$10.1 million for the global security network.

17. Table 5 of the report of the Secretary-General provides a summary of the resources required for the implementation of PACT II in the biennium 2010-2011 by duty station, with a breakdown of requirements for capital expenditures, project management and posts. Details on post requirements by location and function are provided in table 4. A total of 20 posts are proposed, comprising 16 for information technology functions and 4 additional Security Officer posts. As indicated in paragraph 26 of the report, one Information Technology Officer at the P-3 level and one General Service (Other/Local level) are proposed at each duty station, to manage and maintain the technology infrastructure for standardized access control. In addition, it is proposed to provide general temporary assistance for construction management services for PACT II implementation equivalent to one position at the P-4 level for the biennium 2010-2011 at each duty station except Headquarters (see A/64/532, para. 24). As indicated above, resources for additional security staff required to strengthen capacity as a result of the implementation of PACT I

initiatives are proposed under section 34, Safety and security, of the proposed programme budget for the biennium 2010-2011 (A/64/6 (Sect. 34)/Add.1). However, four additional Security Officers for the International Criminal Tribunal for Rwanda are proposed in the current report as they are not covered in the proposals under section 34.

18. Table 2 below provides a summary of posts proposed in the previous report of the Secretary-General (A/63/605) compared with the staffing proposals in the current reports (A/64/6 (Sect. 34)/Add.1 and A/64/532), by duty station.

Table 2

Summary of posts proposed, by duty station, as presented in the previous report of the Secretary-General (A/63/605) and the current reports (A/64/6 (Sect. 34)/Add.1 and A/64/532)

	A/63/605		A/64/6 (Sect. 34)/Add.1		A/64/532		Total A/64/6 (Sect. 34)/Add.1 and A/64/532	
	Professional	Local or GS	Professional	Local or GS	Professional	Local or GS	Professional	Local or GS
Geneva	1	1	—	—	1	1	1	1
Nairobi	2	10	1	9	1	1	2	10
ECA	2	9	1	8	1	1	2	9
ECLAC	1	8	—	7	1	1	1	8
ESCAP	1	6	—	5	1	1	1	6
ESCWA	1	8	—	7	1	1	1	8
Vienna	—	—	—	—	—	—	—	—
Jointly financed activities	1	1	—	—	1	1	1	1
International Criminal Tribunal for Rwanda	1	5	—	—	1	5	1	5
Total	10	48	2	36	8	12	10	48

19. Upon enquiry, the Advisory Committee was provided with the estimates summarized in table 3 for the overall future maintenance requirements for both PACT projects for the biennium 2012-2013. The Committee was informed that the estimates were established on the basis of proposals for maintenance services provided by bidders, as part of their response to the request for proposals for the initial phase of the project. **The Advisory Committee considers that the maintenance requirements should have been submitted with the proposals of the Secretary-General.**

Table 3

Estimated maintenance costs of the standardized access control project in 2012-2013

(United States dollars)

Location	Amount
Geneva	3 626 400
Nairobi	1 236 000
ECA	826 000

<i>Location</i>	<i>Amount</i>
ECLAC	980 000
ESCAP	890 000
ESCWA	1 000 000
Vienna ^a	127 800
International Criminal Tribunal for Rwanda	295 200
Total	8 981 400

^a Regular budget share of Vienna is \$127,800. Total costs to be shared by the entities in Vienna are \$453,400.

Recommendations

20. The Advisory Committee is of the view that security enhancements should be prioritized and implemented in a phased manner during the upcoming biennium. It recommends that the standardized access control project should be implemented during the biennium 2010-2011 at ESCWA, the United Nations Office at Nairobi and ECA. The requirements for PACT II security enhancements in the remaining duty stations (the United Nations Office at Geneva, the United Nations Office at Vienna, the Economic Commission for Latin America and the Caribbean, the Economic and Social Commission for Asia and the Pacific and the International Criminal Tribunal for Rwanda) should be reviewed and prioritized during 2010-2011, taking into account the lessons learned and experience acquired in the initial implementation. The revised requirements should be submitted in the context of the budget proposals for the biennium 2012-2013. Accordingly, the Committee recommends that the post and non-post resources proposed for the implementation of PACT II during 2010-2011 be adjusted to reflect the prioritized and phased approach outlined above.

21. The Advisory Committee notes that a quarter of the proposed capital expenditures are required for the global security network. The Committee is not convinced that it is indispensable to provide real-time video connectivity between Headquarters and other major duty stations at this time. Accordingly, the Committee recommends that the implementation of that functionality be reviewed during the upcoming biennium, in the light of the impact of the initial implementation of PACT I and PACT II.

22. As regards the posts proposed for supporting access control information technology systems, the Advisory Committee recommends that the overall requirement for 16 posts should be reviewed in the light of the recommendations of the Committee above concerning the real-time video connectivity and the need for a prioritized and phased implementation of PACT II security enhancements. Furthermore, the Committee considers that the staffing requirements for supporting access control information technology systems should also be reviewed in the context of the overall capacity of information technology staffing resources at each duty station, in coordination with the Office of Information and Communications Technology, with the intention of achieving efficiencies and absorbing those functions within existing capacity.

23. The Advisory Committee also recommends that the additional security staff proposed in relation to the PACT projects under section 34, Safety and security, of the proposed programme budget for 2010-2011 in document A/64/6 (Sect. 34)/Add.1 be reviewed in the light of the above recommendations.

24. The Advisory Committee further recommends that any posts approved should be established on a temporary basis, to expire at the end of the biennium 2010-2011 unless specifically re-authorized by the General Assembly in the context of the proposed programme budget for the biennium 2012-2013.

III. Additional requirements in specific locations

25. The report of the Secretary-General outlines additional security requirements in specific locations, unrelated to PACT projects, as follows:

(a) *Office of the United Nations Special Coordinator for the Middle East Peace Process* (see A/64/532, paras. 36-39). It is proposed to augment the capacity of the close protection team in order to provide full close protection coverage for the Special Coordinator and his Deputy. Additional resources in the amount of \$975,000 are proposed under section 3, Political affairs, of the proposed programme budget for the biennium 2010-2011 to provide for an additional eight posts, including 3 Field Service officers and 5 Local level staff. The Committee has commented on the issue of close protection in its report on the proposed programme budget for section 34, Safety and security, for the biennium 2010-2011 (A/64/7/Add.16). **The Committee recommends approval of the proposals of the Secretary-General.**

(b) *United Nations Truce Supervision Organization (UNTSO)* (see A/64/532, paras. 40-44). Additional resources in the amount of \$864,000 are proposed under section 5, Peacekeeping operations, for the biennium 2010-2011 to provide for four additional international Security Officers to supplement the two Security Officers currently allocated to protect the UNTSO Chief of Staff and to establish a six-person personal protection team, as well as costs for equipment and training. The Advisory Committee notes that these additional requirements would be deployed only if authorization is obtained from the host country for international Security Officers to carry United Nations-issued weapons. **Pending obtainment of the necessary authorization, the Committee recommends against approval of the proposals of the Secretary-General.**

(c) *International Court of Justice* (see A/64/532, paras. 45-50). Additional resources in the amount of \$470,600 are proposed under section 7, International Court of Justice, for the biennium 2010-2011 to provide for four additional posts (1 P-3 and 3 General Service (Other level)) to supplement the existing team of two Security Officers (General Service (Other level)), in connection with the increased threat of a terrorist-related event. **The Committee recommends approval of one additional General Service (Other level) post.**

(d) *Department of Public Information* (see A/64/532, paras. 51-57). Additional resources in the amount of \$199,500 are proposed under section 27, Public information, for the biennium 2010-2011 to provide for strengthened security of United Nations information centre premises in compliance with the prevailing minimum operating security standards. **The Committee recommends approval of the proposals of the Secretary-General. It encourages the Secretary-General to**

pursue discussions with host Governments with a view to securing their support for security requirements at United Nations information centres at no additional cost to the United Nations (see A/63/767, para. 20 (d)).

IV. Conclusion and recommendations

26. The Advisory Committee recommends that the summary of resource requirements for 2010-2011, as set out in section IV of the report of the Secretary-General, be adjusted to take into account its recommendations in paragraphs 20-23, 25 (b) and 25 (c) above, and be provided to the General Assembly at the time of its consideration of this item.

27. The Advisory Committee further recommends that the General Assembly approve the additional resources requested in paragraphs 60 (a) to 60 (d) of the report of the Secretary-General, subject to its recommendations in paragraphs 20-23, 25 (b) and 25 (c) above.
